

Message Text

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ACTION IO-13

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HEW-04 SS-15 SP-02 NSC-05 L-03 TRSE-00 /094 W
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E.O. 11652: N/A
TAG: EGEN, UN, ECOSOC
SUBJ: INTERIM ASSESSMENT OF THE UN RESTRUCTURING EXERCISE
(ECONOMIC AND SOCIAL)

REF: USUN 638

1. SUMMARY: THE UN RESTRUCTURING EXERCISE IS ENTERING WHAT PROMISES TO BE ITS FINAL AND, THEREFORE, CRITICAL STAGE. THE FIFTH SESSION OF THE AD HOC COMMITTEE (FEBRUARY 16-MARCH 4) COMPLETED THE OVER-ALL REVIEW OF THE CHAIRMAN'S CONSOLIDATED TEXT. THE SIXTH AND PRESUMABLY LAST SESSION IS TO BE HELD IN NEW YORK FROM MAY 2 TO 20. THE COMMITTEE IS TO GIVE FINAL CONSIDERATION TO A CONSENSUS STATEMENT ON RESTRUCTURING PROPOSALS AND AGREED ON A FINAL REPORT TO BE SUBMITTED TO THE 32ND GENERAL ASSEMBLY THROUGH THE 63RD ECOSOC (JULY, 1977). IN PREPARATION FOR THE MAY SESSION, THE USG MUST REASSESS ITS OVER-ALL POSITION AND IDENTIFY SPECIFIC OBJECTIVES REGARDING MAJOR ISSUES THAT HAVE DEVELOPED. EARLY TACTICAL PLANNING WILL BE REQUIRED TO ACHIEVE US OBJECTIVES. THE MISSION RECOMMENDS THE EARLY ESTABLISHMENT OF A USUN/STATE DEPARTMENT TASK FORCE TO EXPLORE OPTIONS
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AND PREPARE A STRATEGY PAPER. END SUMMARY.

2. BACKGROUND AND CURRENT STATUS: REFLECTING G-77 DISSATISFACTION WITH THE LACK OF RESPONSIVENESS OF THE UN SYSTEM (ECONOMIC AND SOCIAL) TO THEIR CONCERNS, GA RESOLUTION 3172 (XXVIII) CALLED FOR THE CONVENING OF THE SEVENTH SPECIAL SESSION TO (A) DEAL WITH WORLD ECONOMIC PROBLEMS AND (B)

"INITIATE THE NECESSARY AND APPROPRIATE CHANGES TO MAKE THE UN SYSTEM A MORE EFFECTIVE INSTRUMENT." THE FOLLOWING YEAR GA RESOLUTION 3343 (XXIX) CALLED FOR THE APPOINTMENT OF "A SMALL GROUP OF HIGH-LEVEL EXPERTS" TO SUBMIT "A STUDY CONTAINING PROPOSALS ON STRUCTURAL CHANGES WITHIN THE UNITED NATIONS SYSTEM SO AS TO MAKE IT FULLY CAPABLE OF DEALING WITH PROBLEMS OF INTERNATIONAL ECONOMIC COOPERATION IN A COMPREHENSIVE MANNER."

3. SIGNIFICANTLY, NEITHER IN THE INTERVENING SIXTH SPECIAL SESSION NOR IN THE PREPARATIONS FOR THE SEVENTH WAS ANY SERIOUS ATTENTION DEVOTED TO THE QUESTION OF RESTRUCTURING THE UN ECONOMIC AND SOCIAL SECTORS. RATHER, THE G-77 SHIFTED ITS FOCUS TO THE MORE AMBITIOUS GOAL OF RESTRUCTURING THE GLOBAL ECONOMIC SYSTEM (I.E. THE NEW INTERNATIONAL ECONOMIC ORDER) AND THEREAFTER VIEWED UN RESTRUCTURING AS ONLY A SUB-COMPONENT OF THAT EFFORT RATHER THAN AS A DISCREET FUNCTION IN AND OF ITSELF.

4. THE SEVENTH SPECIAL SESSION DID NOT GO INTO THE SUBSTANCE OF UN RESTRUCTURING. IN ITS FINAL RESOLUTION, HOWEVER, GA RESOLUTION 3362 (S-VII), IT ESTABLISHED THE AD HOC COMMITTEE ON THE RESTRUCTURING OF THE ECONOMIC AND SOCIAL SECTORS OF THE UNITED NATIONS SYSTEM" TO PREPARE DETAILED ACTION PROPOSALS" FOR SUBMISSION TO THE 31ST UNGA. THE COMMITTEE MET PERIODICALLY DURING 1976; WAS UNABLE TO COMPLETE ITS WORK AS SCHEDULED; AND SUBMITTED ONLY AN INTERIM REPORT TO THE 31ST UNGA. THE GENERAL ASSEMBLY, IN TURN, RENEWED THE MANDATE OF THE COMMITTEE FOR ANOTHER YEAR (TO DECEMBER, 1977)

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AND REQUESTED THAT IT SUBMIT ITS FINAL REPORT THROUGH THE 63RD ECOSOC (JULY, 1977).

5. INFORMALLY, THE UNITED STATES HAD CONSIDERABLE INPUT INTO THE REPORT OF THE GROUP OF EXPERTS WHICH CONTAINS A GOOD ASSESSMENT OF MANY OF THE WEAKNESSES OF THE PRESENT UN SYSTEM AND USEFUL SUGGESTIONS FOR IMPROVING ITS OPERATING CAPACITY. THE UNITED STATES, AND, TO A LESSER EXTENT, THE OTHER DEVELOPED COUNTRIES, ENDORSED THE REPORT AS A BASIS FOR INITIATING THE RESTRUCTURING EXERCISE. HOWEVER, THE G-77 INDICATES SERIOUS OBJECTIONS AND RESERVATIONS. AS A RESULT, THE REPORT IS NOT THE BASIC WORKING DOCUMENT FOR THE COMMITTEE, ALTHOUGH ITS RECOMMENDATIONS REMAIN A BASIC REFERENCE SOURCE IN THE BACKGROUND.

6. FOURTEEN MONTHS OF COMMITTEE MEETINGS -- FIVE FORMAL AND TWO INFORMAL SESSIONS -- HAVE RESULTED IN:

(A) THE IDENTIFICATION OF THE FOLLOWING EIGHT PROBLEM AREAS FOR CONSIDERATION:

(I) THE GENERAL ASSEMBLY;
(II) THE ECONOMIC AND SOCIAL COUNCIL;
(III) OTHER UN FORA FOR NEGOTIATIONS, INCLUDING UNCTAD AND OTHER UN ORGANS AND PROGRAMS, THE SPECIALIZED AGENCIES, IAEA, AND AD HOC WORLD CONFERENCES;
(IV) STRUCTURES FOR REGIONAL AND INTER-REGIONAL COOPERATION;
(V) OPERATIONAL ACTIVITIES OF THE UN SYSTEM;
(VI) PLANNING, PROGRAMMING, BUDGETING, AND EVALUATION;
(VII) INTER-AGENCY COORDINATION; AND
(VIII) SECRETARIAT SUPPORT SERVICES.
(B) THE SUBMISSION OF INFORMAL PAPERS BY THE UNITED STATES, THE EC-9, AND THE G-77 COVERING THE ABOVE PROBLEMS AREAS;
(C) AN INITIAL CONSOLIDATED TEXT PREPARED BY THE LIMITED OFFICIAL USE

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CHAIRMAN WHICH ATTEMPTED TO IDENTIFY AREAS OF GENERAL AGREEMENT BASED ON THE INFORMAL PAPERS AND A PRELIMINARY EXCHANGE OF VIEWS;

(D) A FIRST READING OF THE CONSOLIDATED TEXT ON THE BASIS OF WHICH THE CHAIRMAN IS TO PREPARE A REVISED TEXT. (REVISED SECTIONS I-IV AND VI ARE ALREADY AVAILABLE; SECTIONS V, VII, AND VIII SHOULD BE CIRCULATED SHORTLY.)

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7. AS INDICATED ABOVE, THE COMMITTEE IS NOW SCHEDULED TO MEET IN NEW YORK ON MAY 2 - 20 TO CONSIDER THE CHAIRMAN'S REVISED TEXT AND TO PREPARE ITS FINAL REPORT. CONCEPTUALLY, THE COMMITTEE COULD ONCE AGAIN SEEK TO HAVE ITS MANDATE RENEWED; HOWEVER, THIS DOES NOT APPEAR TO HAVE ANY SUPPORT AT PRESENT, AND THE SOVIET BLOC HAS CLEARLY INDICATED ITS OPPOSITION TO CONTINUING THE EXERCISE BEYOND THIS YEAR.

8. COMMITTEE DYNAMICS: ONE CENTRAL PROBLEM IN THE COMMITTEE'S OPERATIONS HAS BEEN THE FACT THAT THE G-77 AND THE DEVELOPED COUNTRIES HAVE APPROACHED THE EXERCISE FROM DIFFERING PERSPECTIVES. DEVELOPED COUNTRIES HAVE FOCUSED PRIMARILY ON IMPROVING THE EFFICIENCY AND EFFECTIVENESS OF THE SYSTEM. G-77 EFFORTS HAVE BEEN TO GAIN A LARGER VOICE FOR THEMSELVES IN UN SYSTEM OPERATIONS AND A MORE SIGNIFICANT ROLE FOR THE UN SYSTEM IN INTERNATIONAL ECONOMIC RELATIONS. THIS DICHOTOMY IS REFLECTED IN THE COMMITTEE'S MANDATE WHICH CALLS FOR RESTRUCTURING TO MAKE THE UN (A "MORE FULLY CAPABLE OF DEALING WITH THE PROBLEMS OF INTERNATIONAL ECONOMIC COOPERATION AND DEVELOPMENT IN A COMPREHENSIVE AND EFFECTIVE MANNER," AND (B "MORE RESPONSIVE TO THE REQUIREMENTS OF THE PROVISIONS OF THE DECLARATION AND PROGRAM OF ACTION ON THE ESTABLISHMENT OF A NEW INTERNATIONAL ECONOMIC ORDER, AS WELL AS THOSE OF THE CHARTER OF ECONOMIC RIGHTS AND DUTIES OF STATES." THESE DIFFERING PERSPECTIVES ARE NOT NECESSARILY IN CONFLICT WHEN IT COMES TO DETAILED PRACTICAL ARRANGEMENTS; HOWEVER, GIVEN THE PREVAILING BACKGROUND OF MUTUAL SUSPICION, THEY DO COMPLICATE THE DELIBERATIONS. (WE HAVE OF COURSE, MAINTAINED OUR GENERAL RESERVATIONS ON NIEO AND CERDS THROUGHOUT THE EXERCISE.)

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9. ANOTHER SIGNIFICANT BACKGROUND PROBLEM (WHICH IS ALMOST NEVER PUBLICLY DISCUSSED CONCERNS SECRETARIAT PERSONNEL. IN GENERAL, THE G-77 REGARD SEVERAL INCUMBENTS AS LACKING EMPATHY FOR THEIR CONCERNS (E.G., NARASHIMAN, VAN LAETHEM, MOSAK, ETC.) AS WELL AS EFFECTIVENESS, THE G-77 ARE SEEKING TO REDUCE OR NULLIFY THE IMPORTANCE OF THESE OFFICIALS THROUGH STRUCTURAL CHANGES (E.G. INCREASING THE IMPORTANCE OF UNCTAD VIS-VIS ESA AND/OR INCREASING THE IMPORTANCE OF OTC WITHIN ESA). DEVELOPED COUNTRIES ARE UNDERSTANDABLY CONCERNED ABOUT THE IMPACT ON EFFICIENCY AND EFFECTIVENESS OF "POLITICIZING" KEY POSITIONS BUT SEEMS EQUALLY ADAMANT ABOUT PRESERVING THEIR TRADITIONAL POSITION OF INFLUENCE IN THE SYSTEM. IT SHOULD BE NOTED THAT, OUTSIDE NEW YORK, THE G-77 HAVE DONE WELL IN RECENT YEARS, TAKING OVER THE TOP JOBS IN FAO, UNEP, AND UNESCO AND ALMOST CERTAINLY IFAD.

10. ADDING TO THESE DIFFICULTIES, COMMITTEE MEETINGS HAVE OFTEN BEEN MARKED BY SERIOUS MISINFORMATION AND/OR A LACK OF SPECIFIC KNOWLEDGE AMONG COMMITTEE MEMBERS REGARDING THE ACTUAL STRUCTURE, RESPONSIBILITIES, AND FUNCTIONING OF SECRETARIAT UNITS AND THE MORE TECHNICAL INTERGOVERNMENTAL BODIES. THIS HAS BEEN COMPOUNDED BY THE FAILURE OF THE SECRETARY-GENERAL AND HIS SENIOR COLLEAGUES TO CONCERN THEMSELVES WITH THE RESTRUCTURING EXERCISE, THE CONCOMITANT FAILURE OF THE SECRETARIAT TO MAKE AN EFFECTIVE INPUT TO THE EXERCISE, AND A CERTAIN AMOUNT OF BACKSTAGE INTRA-SECRETARIAT REVALRY.

11. IN THIS COMPLEX SITUATION, IT IS DIFFICULT TO BE TOO LIMITED OFFICIAL USE

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SPECIFIC ABOUT THE POSITIONS OF REGIONAL GROUPS, BUT THE FOLLOWING GENERAL COMMENTS ARE PERTINENT:

(A) SOVIET BLOC: THOUGH MORE ACTIVE AT THE LAST SESSION, THE SOVIET BLOC HAS REMAINED ESSENTIALLY ON THE SIDELINES INTERVENING ONLY TO OPPOSE ADDITIONAL CASTS OR PROPOSALS WHICH WOULD REQUIRE CHARTER REVISIONS. (INTERESTINGLY, THEY HAVE FOR THESE PURPOSES ABANDONED THEIR TRADITIONAL LIP SERVICE IN SUPPORT OF NIEO, CERDS, ET AL.)

(B) EC-9: OPERATING AS A UNIT, THE EC-9 HAVE FOUND IT DIFFICULT TO AGREE ON POSITIVE RECOMMENDATIONS AND, THUS HAVE EMERGED PRIMARILY AS DEFENDERS OF THE STATUS QUO. OF CENTRAL CONCERN TO THEM IS PROTECTING THE POSITION AND PREROGATIVES OF THE UNDER-SECRETARY-GENERAL FOR ECONOMIC AND SOCIAL AFFAIRS, A TRADITIONAL "FRENCH POSITION" CURRENTLY HELD BY GABRIEL VAN LAETHEM.

(C) OTHER DEVELOPED COUNTRIES: PREDICTABLY, THE NORDICS HAVE GENERALLY SUPPORTED G-77 POSITIONS AND ARGUMENTS, WHILE CANADA AND JAPAN TEND TOWARD THE DEVELOPED COUNTRY POSITIONS.

(D) G-77: MUCH OF THE BLAME FOR THE RELATIVELY SLOW PROGRESS MADE IN 1976 RESTS WITH THE G-77. LACKING REAL LEADERSHIP AND FOCUS, THEY WERE UNABLE TO FORMULATE AND PRESENT POSITION THAT WENT BEYOND THEIR INITIAL INFORMAL PRESEN- 5-589, -5#7 59 3,&-&3 8, SERIOUS NEGOTIATIONS. MEETINGS WERE REPEATEDLY DELAYED TO ALLOW FOR G-77 CAUCUS, OFTEN WITHOUT SIGNIFICANT BENEFIT. THE LACK OF G-77 LEADERSHIP AND FOCUS DURING 1976 PROBABLY REFLECTS THEIR PREOCCUPATION WITH OTHER MAJOR INTERNATIONAL ECONOMIC ISSUES AND MEETINGS (E.G., UNCTAD IV, CIEC, COLOMBO, MEXICO, ETC) OF MORE IMMEDIATE CONCERN TO THEM AND THEIR LIMITED PERSONNEL RESOURCES. HOWEVER, THE G-77 PERFORMANCE AT THE LAST SESSION OF THE COMMITTEE INDICATED IN-

CREASED ATTENTION AND SERIOUSNESS ON THEIR PART. SUBSTANTIVELY,
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THEIR COMMITMENT TO INSTITUTIONALIZING THE NIEO RUNS DEEP. FOR
EXAMPLE, AT THE LAST SESSION THEY CLEARLY IDENTIFIED INCREASING
RESOURCE FLOWS AS ONE OF THE OBJECTIVES OF RESTRUCTURING.

12. THE UNITED STATES: THE UNITED STATES ENTERED THE RE-
STRUCTURING EXERCISE WITH A HISTORY OF HAVING BEEN A LEADING
PROPONENT OF STRUCTURAL AND OPERATIONAL REFORMS IN THE UN
SYSTEM, AN POSITION WHICH WE HAVE ENDEAVORED TO MAINTAIN DUR-
ING THE COMMITTEE'S DELIBERATIONS. WE HAVE USUALLY BEEN
BETTER PREPARED THAN OTHER DELEGATIONS AND HAVE TAKEN THE
LEAD IN SUBMITTING PAPERS AND PROPOSALS. THANKS TO THE MORE
CONSERVATIVE POSITIONS OF THE EC-9 AND THE SOVIET BLOC, WE
HAVE BEEN ABLE TO MAINTAIN THE POSTURE OF APPEARING TO BE
SERIOUSLY COMMITTED TO UN STRUCTURAL IMPROVEMENTS AND, IN
GOOD MEASURE, OF UNDERSTANDING (IF NOT SUPPORTING) THE CONCERNS
OF THE G-77. WHILE NOT QUITE THE IMPARTIAL BROKER, MANY ON
THE COMMITTEE LOOK TO THE UNITED STATES TO PROVIDE LEADERSHIP
DURING THIS FINAL AND CRITICAL ROUND. THIS SHOULD NOT BE OVER-
STATED, HOWEVER, IN VIEW OF THE POTENTIAL BASIC CONFLICTS BE-
TWEEN THE US AND THE G-77 ON SOME KEY SUBSTANTIVE ISSUES.

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13. FROM THE MISSION'S POINT OF VIEW, THE LOGIC OF OUR INITIAL SUPPORT OF THE RESTRUCTURING EXERCISE HAS ONLY BEEN STRENGTHENED BY RECENT DEVELOPMENTS:

(A) THE NEW ADMINISTRATION HAS EXPRESSED A STRONG COMMITMENT TO "MAKE A MAJOR EFFORT AT REFORMING AND RESTRUCTURING THE UNITED NATIONS SYSTEM." THIS COMMITMENT HAS BEEN BOLSTERED BY CLEAR SIGNALS THAT WE INTEND TO ATTACH INCREASED IMPORTANCE TO THE UNITED NATIONS IN THE FORMULATION AND EXECUTION OF US POLICY.

(B) ANOTHER IMPORTANT CONSIDERATION IS THE INTERRELATIONSHIP BETWEEN THE RESTRUCTURING EXERCISE AND THE NORTH/SOUTH DIALOGUE. THE G-77 PLACE GREAT IMPORTANCE ON THE ROLE OF THE UN SYSTEM IN THIS DIALOGUE AND VIEW THE UNGA AS THE ULTIMATE LEGITIMIZING FORUM. THIS DOES NOT REQUIRE THAT THE US ACCEPT THE UN SYSTEM AS THE MOST APPROPRIATE FORA IN WHICH TO NEGOTIATE MOST SUBSTANTIVE NORTH/SOUTH ISSUES IN DETAIL. BUT IT DOES MEAN THAT SERIOUS EFFORTS TO ADDRESS THE CONCERNS OF THE G-77 AND TO GAIN THEIR ATTENTION REQUIRE IDENTIFYING AN APPROPRIATE ROLE FOR THE UN SYSTEM IN THE PROCESS.

(C) FINALLY, A MORE EFFICIENT AND EFFECTIVE UN SYSTEM LIMITED OFFICIAL USE

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COULD ONLY ASSIST OUR EFFORTS TO GAIN THE NECESSARY DOMESTIC POLITICAL SUPPORT FOR ITS OPERATIONS.

14. IF THE UNITED STATES IS TO PLAY A LEADERSHIP ROLE IN THE FORTHCOMING SESSION OR TO CONTRIBUTE IN A MANNER WE CONSIDER POSITIVE TO THE FINAL OUTCOME OF THIS EXERCISE, IT IS NECESSARY THAT WE DEVELOP A CLEAR AND COHESIVE POSITION ON THE MAJOR ISSUES BEFORE THE COMMITTEE AND DECIDE UPON THE TACTICS TO BE PURSUED.

15. MAJOR ISSUES: THE MAJOR ISSUES THAT HAVE EMERGED IN THE UN RESTRUCTURING EXERCISE CAN BE GROUPED INTO TWO CATEGORIES: (A) ISSUES MOST DIRECTLY RELATED TO THE ROLE OF THE UN SYSTEM IN THE NORTH/SOUTH DIALOGUE; AND (B) ISSUES OF MORE SIGNIFICANCE FOR INTERNAL UN SYSTEM OPERATIONS. OBVIOUSLY, THERE IS CONSIDERABLE OVERLAP IN THESE CATEGORIES.

16. ISSUES DIRECTLY RELATED TO THE ROLE OF THE UN SYSTEM IN THE NORTH/SOUTH DIALOGUE INCLUDE THE FOLLOWING:

(A) THE CREATION OF THE POST OF DIRECTOR GENERAL FOR DEVELOPMENT AND INTERNATIONAL ECONOMIC COOPERATION (AS RECOMMENDED BY THE GROUP OF EXPERTS) WHO WOULD SERVE AS A "DEPUTY SECRETARY GENERAL" FOR DIRECTING AND COORDINATING ALL UN SYSTEM ECONOMIC AND SOCIAL PROGRAMS, INCLUDING OPERATIONAL ACTIVITIES;

(B) THE FUTURE ROLE OF UNCTAD IN RELATION TO ECOSOC AND TO THE OVER-ALL STRUCTURE OF INTERNATIONAL ECONOMIC DELIBERATIONS. (WE SHOULD NOT THAT THE ORIGINAL GROUP OF 25 EXPERTS'S REPORT ENVISAGED LIMITING UNCTAD ESSENTIALLY TO TRADE AND TRADE POLICY; UNCTAD IV, HOWEVER, TOOK UNCTAD MORE EXPLICITLY INTO TECHNOLOGY AND OTHER METTERS. WE HAD ORIGINALLY SEEN A TRADE-RELATED UNCTAD AS PART OF A PACKAGE JUSTIFYING THE DIRECTOR-GENERAL SLOT. BUT IT WOULD BE UNREALISTIC TO THINK WE COULD UNDO THE INSTITUTIONAL DECISIONS OF UNCTAD IV.)
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(C) THE EXTENT TO WHICH OTHER BODIES IN THE UN SYSTEM (INCLUDING IBRD, IMF, GATT, THE SPECIALIZED AGENCIES, ETC.) SHOULD BE RESPONSIVE TO POLICY DIRECTIVES FROM THE GENERAL ASSEMBLY AND ECOSOC;

(D) AN ENHANCED CAPACITY OF THE UN SECRETARIAT FOR RESEARCH AND ANALYSIS REGARDING INTERNATIONAL ECONOMIC AND SOCIAL ISSUES AND THE IDENTIFICATION OF EMERGING PROBLEMS REQUIRING INTERNATIONAL ATTENTION;

(E) THE STREAMLINING OF ECOSOC SO AS TO PERMIT IT TO PLAY A MORE SIGNIFICANT ROLE IN COORDINATING AND DIRECTING ECONOMIC AND SOCIAL ACTIVITIES IN THE UN SYSTEM;

(F) POSSIBLE PROCEDURAL INNOVATIONS WHICH WOULD FORCE THE UN SYSTEM TOWARD CONSENSUS ON MAJOR INTERNATIONAL ECONOMIC ISSUES.

17. ISSUES WITH MORE DIRECT RELEVANCE TO INTERNAL UN SYSTEM OPERATIONS INCLUDE THE FOLLOWING:

(A) STRENGTHENING AND EXPANDING AUTONOMY OF THE UN REGIONAL ECONOMIC COMMISSIONS;

(B) THE RATIONALIZATION OF THE UN SYSTEM OPERATIONAL ACTIVITIES, INCLUDING THE POSSIBLE ESTABLISHMENT OF A SEPARATE TECHNICAL COOPERATION OFFICE FOR THE UN ITSELF.

(C) THE FULL INTEGRATION OF CONCERN FOR SOCIAL, AS WELL AS ECONOMIC, ISSUES INTO OVER-ALL POLICIES FOR DEVELOPMENT;

(D) AN ENHANCED FOCUS IN UN BODIES ON HUMAN RIGHTS ISSUES;

(E) POLITICIZATION OF UN "INFORMATION ACTIVITIES";

(F) INCREASED G-77 REPRESENTATION IN THE UN PERSONNEL SYSTEM;

(G) IMPROVED COORDINATION AND EVALUATION OF UN SYSTEM ACTIVITIES.

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18. THE NEXT STEP: AS INDICATED ABOVE, THE NEXT SESSION OF THE RESTRUCTURING COMMITTEE WILL MEET IN NEW YORK ON MAY 2-20 AND WILL SEEK TO REACH CONSENSUS ON THE CHAIRMAN'S REVISED TEXT. OBVIOUSLY, REACHING A MEANINGFUL AND EFFECTIVE CONSENSUS WILL NOT BE EASY IN VIEW OF THE ISSUES. EVEN IF SUCH A CONSENSUS CAN BE REACHED, IT IS UNCERTAIN HOW THE COMMITTEE'S FINAL REPORT WILL BE TRANSLATED FROM GENERAL OBJECTIVES AND PRINCIPLES INTO SPECIFIC ACTIONS PROPOSALS.

19. TWO OBVIOUS OPTIONS ARE POSSIBLE FOR THE USG IN APPROACHING THE FORTHCOMING SESSION. ONE OPTION WOULD BE A PASSIVE APPROACH OF JUST UPDATING THE CURRENT US POSITION PAPER TO TAKE ACCOUNT OF CHANGES IN THE REVISED TEXT. THIS WOULD ALLOW THE COMMITTEE TO COMPLETE ITS WORK WITH LITTLE MORE THAN AN STATEMENT OF GENERALIZED PRINCIPLES AND OBJECTIVES, THEREBY PAPERING OVER OR AVOIDING THE CONTENTIOUS ISSUES. THIS RESULT WOULD HAVE LITTLE DIRECT IMPACT ON UN SYSTEM OPERATIONS AND, THEREFORE, FURTHER DISCREDIT THE UN SYSTEM-- AND US PARTICIPATION IN IT -- BY DEMONSTRATING ONCE AGAIN ITS INCAPACITY FOR SELF-IMPROVEMENT. MORE IMPORTANTLY, THIS OPTION WOULD OFFER NO ASSISTANCE IN DEALING WITH THE NORTH-SOUTH DIALOGUE AND THEREBY ADD TO G-77 CYNICISM REGARDING US WILL-
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INGNESS TO ADDRESS THEIR CONCERNS. THIS IS CLEARLY THE EASIEST COURSE (I.E., IN TERMS OF INTRA-USG COORDINATION AND COORDINATION WITH OTHER WESTERN COUNTRIES).

20. THE OTHER OPTION WOULD BE AN ACTIVE APPROACH,, MAKING A SERIOUS EFFORT TO GAIN MEANINGFUL AND SPECIFIC RESULTS FROM THE EXERCISE. THIS WOULD HAVE THE BENEFITS OF MEETING EXPECTATIONS FOR US LEADERSHIP, PERHAPS AT LEAST marginally IMPORVEING THE OPERATING CAPACITY OF THE UN SYSTEM AND SERVING TO DEMONSTRATE A US COMMITMENT TO ADDRESS DIRECTLY G-77 CONCERNS IN THE NORTH/SOUTH DIALOGUE. THE DISADVANTAGES OF THIS OPTION AR (A) THE GREATER RISK INVOLVED FOR THE US DUE TO POSSIBLE FAILURE AND (B) THE POSSIBLE INITIATIO N OF PROCESS BEYOND OUR CONTROL THAT COULD FURTHER WEAKEN US INFLUENCE IN THE INTERNAL OPERATIONS OF THE UN SYSTEM AND DAMAGE THE US POSITION IN THE NORTH/SOUTH DIALOGUE. WITH REGARD TO THE LATTER POINT, HOWEVER, WE CANNOT ESCAPE THE FACT THAT AD HOC, PARTIAL CHANGES ARE TAKING PLACE IN THE UN SYSTEM ALL THE TIME. THESE MAY TEND BOTH TO ERODE WESTERN INFLUENCE AND REDUCE EFFICIENCY OF THE SYSTEM AS A WHOLE.

21. ADOPTING THE ACTIVE APPROACH WOULD REQUIRE AN OVER-ALL REASSESSMENT OF THE US POSITION ON RESTRUCTURING AND THE IDENTIFICATION OF SPECIFIC OBJECTIVES REGARDING THE ISSUES LISTED ABOVE. A NECESSARY FOUNDATION FOR THIS APPROACH WOULD BE A MORE EXPLICIT AND COMPREHENSIVE ARTICULATION OF USG VIEWS CONCERNING THE ROLE OF THE UN SYSTEM IN THE NORTH/SOUTH DIALOGUE. THIS APPROACH WOULD ALSO REQUIRE MOVING BEYOND THE INSTITUTIONAL TINKERING IN THE SEARCH FOR IMPROVED EFFEDTIVENESS AND EFFICIENCY; CONCRETE INITIATIVES MUST BE DEVELOPED THAT WOULD ADDRESS DIRECTLY THE MAJOR SUBSTANTIVE ISSUES OF CONCERN TO THE G-77. FINALLY, TO BE SUCCESSFUL, THIS APPROACH MIGHT REQUIRE USG WILLINGNESS TO SACRIFIC SOME PROGRAMS AND ACTIVITIES OF PARTICULAR INTEREST TO US IN THE INTERESTS OF AN IMPROVED OVER-ALL SYSTEM.

WW. SEEKING TO IMPLEMENT THE ACTIVE APPROACH WOULD REQUIRE LIMITED OFFICIAL USE

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EARLY DECISION ON SEVERAL TACTICAL ISSUES SUCH AS:

(A) WHETHER WE CONTINUE TO INSIST ON TREATING RESTRUCTURING PROPOSALS AS AN INTERDEPENDENT PACKAGE ("THE MOSAIC") OR ARE WILLING NOW TO IDENTIFY AND SEEK AGREEMENT ON SPECIFIC SUB-PACKAGE THAT LOOK ATTRACTIVE AND FEASIBLE;

(B)THE MEANS FOR TRANSLATING THE GENERALIZED PRINCIPLES AND OBJECTIVES IN THE CHAIRMAN'S REVISED TEXT INTO SPECIFIC ACTION PROPOSALS, RECOGNIZING THAT THIS WILL BE A LONG, HARD ROAD;

(C) WHETHER AND HOW TO MOBILIZE THE SECRETARIAT TO PROVIDE THE NECESSARY INPUT SO THAT THE ESSENTIAL BASIC INFORMATION IS AVAILABLE AND THE SECRETARIAT HELPS TO SHAPE THE FINAL RESULTS OF THE COMMITTEE:

(D) WHAT CONSULTATIONS WITH OTHER DELEGATIONS AND/OR CAPITALS WOULD BE USEFUL IN ADVANCE OF THE MAY SESSION OF THE COMMITTEE.

23. ON BALANCE, THE MISSION FAVORS AN ACTIVE APPROACH TOWARD THE RESTRUCTURING EXERCISE. WE ARE, HOWEVER, AWARE OF THE COMPLEXITIES INVOLVED. WE WOULD RECOMMEND AS A FIRST STEP THAT A JOINT USUN/STATE DEPARTMENT TASK FORCE BE ESTABLISHED PROMPTLY TO EXLPLORE THE VARIOUS OPTIONS AND TO PREPARE A STRATEGY PAPER.

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Disposition Approved on Date:
Disposition Case Number: n/a
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Line Count: 560
Litigation Code IDs:
Litigation Codes:
Litigation History:
Locator: TEXT ON-LINE, ON MICROFILM
Message ID: 99027db6-c288-dd11-92da-001cc4696bcc
Office: ACTION IO
Original Classification: LIMITED OFFICIAL USE
Original Handling Restrictions: n/a
Original Previous Classification: n/a
Original Previous Handling Restrictions: n/a
Page Count: 11
Previous Channel Indicators: n/a
Previous Classification: LIMITED OFFICIAL USE
Previous Handling Restrictions: n/a
Reference: 77 USUN NEW YORK 638
Retention: 0
Review Action: RELEASED, APPROVED
Review Content Flags:
Review Date: 23-Nov-2004 12:00:00 am
Review Event:
Review Exemptions: n/a
Review Media Identifier:
Review Release Date: n/a
Review Release Event: n/a
Review Transfer Date:
Review Withdrawn Fields: n/a
SAS ID: 3072804
Secure: OPEN
Status: NATIVE
Subject: INTERIM ASSESSMENT OF THE UN RESTRUCTURING EXERCISE (ECONOMIC AND SOCIAL)
TAGS: EGEN, PORG, UN, ECOSOC
To: STATE
Type: TE
vdkgvwkey: odb://SAS/SAS.dbo.SAS_Docs/99027db6-c288-dd11-92da-001cc4696bcc
Review Markings:
Margaret P. Grafeld
Declassified/Released
US Department of State
EO Systematic Review
22 May 2009
Markings: Margaret P. Grafeld Declassified/Released US Department of State EO Systematic Review 22 May 2009